

## Message Text

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ACTION EB-07

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FM AMCONSUL MONTREAL

TO SECSTATE WASHDC IMMEDIATE 6399

C O N F I D E N T I A L MONTREAL 1018

FROM USREP ICAO

E. O. 11652: GDS

TAGS: PORG, EAIR, ICAO

SUBJ: ICAO - COUNCIL PRESIDENCY

REF: A) LONDON 09104; B) MONTREAL 0992

1. USREP CONFUSED BY REFTTEL (A) BUT FEELS CERTAIN POINTS SHOULD BE CLARIFIED ASAP.

2. CWP-6199 (PROCEDURES FOR ELECTING NEW PRESIDENT) HAS BEEN SCHEDULED FOR ACTION WEEK OF JUNE 16 SINCE SHORTLY AFTER DISTRIBUTION OF PRESIDENT'S MAY 29 MEMO AND IS ON OB FOR JUNE 18. BECAUSE OF RULE 8 SITUATION (CHANGE OF PRESIDENT MED-TERM) THERE IS NO PROCEDURAL PRECEDENT ON WHICH TO BASE REPLACEMENT. RULE 8 SIMPLY STATES THAT COUNCIL WILL PROCEED TO ELECT A NEW PRESIDENT. AS WP POINTS OUT, THERE ARE SERIOUS IMPLICATIONS WITH RESPECT TO PROCEDURAL APPROACH: (A) COUNCIL MUST DECIDE WHETHER IT WILL INFORM STATES AND/OR REQUEST NOMINATIONS FROM ALL 130 MEMBER STATES (RULE 8 DOES NOT RPT NOT REQUIRE THIS), (B) NOMINEES NEED NOT BE COUNCIL MEMBERS BUT IF NOMINEES ARE NOT FROM COUNCIL MEMBER STATES, HOW CAN FORMAL NOMINATION BE HANDLED IN COUNCIL MEETING. (C) IF SITUATION RESULTS IN POLITICAL COMPETITION OR PREFERENCE FOR SOME UNQUALIFIED CANDIDATE WHAT WILL HAPPEN -- HOW MANY VOTES REQUIRED (SIMPLE MAJORITY?)

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(WE KNOW CONFIDENTIALLY PRES WILL NOT FORMALLY SUBMIT RESIGNA-

TION, PENDING CHARGES; ETC.)

USREP DOES NOT YET HAVE POSITION ON THESE QUESTIONS AND CWP-6199.

3. PARA 1 REFTTEL (A) REFERS TO "TIME FRAME" AS BEING "NOT QUITE AS LIMITED AS HAD PREVIOUSLY BEEN BELIEVED". TIMING IS VERY URGENT. COUNCIL WILL RECESS IN 10 DAYS AND MANY COUNCIL MEMBERS WILL PROCEED TO CAPITALS AND WILL NOT BE GATHERED TOGETHER AGAIN IN MONTREAL UNTIL FIRST OF SEPT WHEN DIPCON CONVENES FOR ONE MONTH AND COMMITTEE SESSION COMMENCES OCTOBER, WITH COUNCIL ELECTION OF NEW PRES SCHEDULED NOV. COUNCIL MEMBERS ALREADY TURNING TO US FOR GUIDANCE ESPECIALLY REGARDING KOTAITE CANDIDACY.

4. RE PARA 2 REFTTEL (A), NAMES MENTIONED HAVE ALREADY BEEN CONSIDERED AND PUT ASIDE BY BINAGHI AND OTHERS IN MONTREAL OVER PAST YEAR (SEE REPORTING CABLES SPRING '74). FOR EXAMPLE AIR VICE MARSHALL RUSSELL WAS NOT AND CANNOT BE CONSIDERED FOR AGE AND OTHER REASONS. DURING RECENT TRAVEL, BINAGHI CONSIDERED AND TALKED INFORMALLY ABOUT VERES (PORTUGAL) AND HAS RULED HIM OUT BECAUSE OF VERES' RECENT POLITICAL PROBLEMS WITH PORTUGUESE GOVT. (CANDIDATE MUST HAVE APPROVAL OWN GOVT.) WINBERG (SWEDEN) FAIRLY WELL KNOWN IN ICAO, IS NOT HIGHLY RESPECTED IN ALL CIRCLES AND JUDGING FROM HIS INTERFACE WITH LDC'S AT RECENT ASSEMBLY HE DEFINITELY WOULD NOT BE ACCEPTABLE TO THEM. HAMMARSKJOLD IS EXTREMELY CLOSE PERSONAL FRIEND AND PROFESSIONAL ASSOCIATE OF BINAGHI. BEFORE MOVING AHEAD ON SUCH SUGGESTIONS WE SHOULD ASCERTAIN REASONS WHY BINAGHI HAS NOT CONSIDERED HIM AS SUCCESSOR.

5. USREP DEEPLY CONCERNED ABOUT PARA 3 IN WHICH APPARENTLY UK "AGREED" TO EXAMINE QUESTION OF "CHANGES IN ICAO STRUCTURE IN CONNECTION WITH REPLACEMENT COUNCIL PRESIDENT". IF USG WISHED TO OPEN THIS "PANDORAS BOX" IT WOULD FIND REVERSED SITUATION FROM '68: THAT IS LDC'S/3RD WORLD EAGER TO REORGANIZE AND DO AWAY WITH IN-RESIDENCE COUNCIL, HAVING MORE ASSEMBLIES AND WORLD-WIDE MEETINGS AND COMBINING PRESIDENCY COUNCIL WITH SECGEN INTO DIREGEN APPROACH UNDER AN LDC DG. THE PECULIAR ORGANIZATIONAL FRAMEWORK OF ICAO HAS BEEN MAJOR FACTOR IN PRESERVING ITS TECHNICAL ORIENTATION AND MINIMIZING THE SO-CALLED POLITICAL IMPACT. IN ANY CASE, OPINION USREP THIS QUESTION SHOULD NOT, CONFIDENTIAL

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RPT NOT COME UP IN CONTEXT OF ELECTION INTERIM PRESIDENT. IT WOULD POLARIZE THE BLOCS, PROVIDE OPPORTUNITIES FOR SERIOUS TRADE-OFFS IN NEGOTIATING ORGANIZATIONAL CHANGES VS FAVORATE CANDIDATES, GENERALLY CREATE HAVOC. FURTHERMORE, THE ORGANIZATIONAL FRAMEWORK IS PART OF THE CHICAGO CONVENTION AND WOULD REQUIRE PREPARATION OF POSITIONS LEADING TO AN ASSEMBLY AND AMENDMENT TO THE CONVENTION FOR RATIFICATION COMPLICATING ELECTION 3-YR. TERM PRES/COUNCIL AT ASSEMBLY. IF USG PLANS TO PURSUE

THE ORGANIZATIONAL QUESTION, USREP SHOULD BE INSTRUCTED TO PURSUE THIS IMMEDIATELY WITH ARAB/AFRICA STATES WHO ARE READY TO INITIATE. RESPONSIBLE COUNCIL REPS AND PRES/COUNCIL MAKING DETERMINED EFFORT HERE TO GET THEM OFF REORGANIZATION.

6. IN INFORMAL TALK WITH LEBANON REP HE SAID THAT "MOST" COUNCIL REPS FEEL THAT KOTAITE IS NOT PERFECT CANDIDATE BUT IS BEST AVAILABLE IN THIS SITUATION. (INTERIM ELECTION) HOWEVER, LEBANON REP WILL NOT RPT NOT ASK HIS GOVT TO FORMALLY NOMINATE UNTIL HE HAS FAVORABLE INDICATIONS FROM THE US, THE USSR AND FRANCE IN THAT ORDER. HE ALSO POINTED OUT THAT SELECTING KOTAITE CALLS FOR AN IMMEDIATE SECOND ELECTION FOR A NEW SECGEN. IN PROBING EFFORT, USREP INDICATED THAT THERE WERE RUMORS OF A FRENCH EFFORT TO FILL BOTH POSITIONS WITH FRENCH-SPEAKING CANDIDATES. FROM INFORMAL DISCUSSIONS, USREP HAS THE IMPRESSION THERE IS SOMETHING TO THIS RUMOR. USREP EXPRESSED THE OPINION THAT MOST STATES, CERTAINLY THE MAJOR AVIATION STATES, WOULD WANT CLEAR INDICATION REGARDING THE SECGEN CANDIDACY BEFORE MAKING FINAL COMMITMENT ON PRESIDENCY.

7. LEBANON REP FOR FIRST TIME MENTIONED POSSIBILITY OF CANADIAN CANDIDACY IN ONE OF THE TWO POSITIONS BUT OBVIOUSLY HAD NO INDIVIDUAL IN MIND. (USREP COMMENTING ON THIS ASPECT SEPTEL.)

8. IN OPINION USREP THERE WOULD HAVE BEEN ADVANTAGES TO SEEKING NEW PRESIDENT, RETAINING KOTAITE AS SECGEN. KOTAITE IS BETTER ADMINISTRATOR/MANAGER/LAWYER AND IS NOT AVIATION TECHNICAL PERSON. ON THE OTHER HAND HE IS WELL QUALIFIED TO HOLD THE ORGANIZATION TOGETHER ADMINISTRATIVELY AS WELL AS POLICY-WISE WHILE ORIENTING NEW ADMINISTRATOR AS SECGEN.

9. USREP URGES DEPT TO FIRM UP SOME GENERAL DECISIONS ON THESE QUESTIONS ASAP SO THAT EARLY POLICY DIRECTION CAN BE TRANSMITTED  
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TO OTHER COUNCIL REPS. IN THIS CONNECTION, PARA 1 REFTTEL INDICATED THAT IT WAS AGREED "THAT PRESIDENCY QUESTION SHOULD BE HELD WITHIN COUNCIL". THE ELECTION WILL BE A COUNCIL ELECTION, PER RULE 8. DOES THIS SENTENCE INDICATE THAT US POSITION JUNE 18 WILL BE AGAINST INFORMING ALL STATES OF PRESIDENT'S RESIGNATION?  
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